

# CHAPTER 1

## LAND USE ELEMENT

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### INTRODUCTION

The Land Use Element of the Clark County Comprehensive Growth Management Plan 2003-2023 (20-Year Plan) provides policy guidance for the uses of land throughout Clark County, which range from residential, commercial and industrial structures to farm and forestry activities to parks, open spaces, and undeveloped environmentally sensitive areas. The Element contains policies to provide guidance as to how and where these uses should be located, and what type of overall land use pattern should evolve as Clark County develops over the next 20-years. In addition to the written descriptions of existing conditions and the policies, the Land Use Element is closely associated with the 20-Year Plan Map. The 20-Year Plan Map delineates the unincorporated area in various categories, or plan designations, which appear on the Map as different colors. Specific policies are applied to specific map designations, providing policy direction for the development of those areas.

This Element includes a review of existing conditions and analyses of how Clark County will meet future needs related to land uses. One critical concern that the Element addresses is whether the Land Use Map and policies designate adequate amounts of land to meet the residential, commercial, industrial, environmental and other needs of Clark County through the next 20-years. A second equally important concern is the integration of land uses. The various types of uses should be located and developed in an integrated, cohesive manner which minimizes transportation and other public and private service needs and costs and fosters greater accessibility, livability and community in Clark County. The Growth Management Act of 1990 (GMA) clearly emphasizes the reduction of urban sprawl. The Land Use Element promotes more compact development patterns which allow for more efficient delivery of services, and promotes a better balance of jobs and housing than exists today to minimize the distance people need to travel between home, workplace and shopping.

The Land Use Element contains provisions for a clear distinction between urban and rural areas through the designation of urban growth boundaries, as required by the GMA. Within urban areas, urban style and density development should occur. Within the rural area, rural style and density development are planned.

Within the urban areas, a range of urban densities and development opportunities are envisioned. Although single family housing will continue to be the most common form of residential development, certain areas within major activity centers and along transportation corridors are planned for increased multi-family and mixed use development, as well as more intensive commercial uses. Protection of environmentally critical lands and an expansive recreational and open space network development are planned in both the urban and rural areas.

## **RELATION OF THE LAND USE ELEMENT TO OTHER ELEMENTS OF THE COUNTY 20-YEAR PLAN**

The Land Use Element addresses land development throughout the entire unincorporated area. However, because of its unique conditions and policy issues, analysis and policies for the unincorporated rural area of Clark County are contained in a separate Rural and Natural Resource Lands Element, Chapter 3 and Environmental Element, Chapter 4 of this document.

The Land Use Element is the central element of the Comprehensive Plan. The other elements must be fully consistent with the land use development patterns and policies presented in the Land Use Element and Comprehensive Plan Map. For example, the Transportation and Capital Facilities Elements must contain adequate provisions to serve the type and extent of the land use patterns envisioned in the Land Use Element. Conversely, the Land Use Element and Map must not specify a land use development pattern which cannot be adequately served by transportation and other services specified in the other elements.

## **RELATION OF THE LAND USE ELEMENT TO OTHER COUNTY PLANNING POLICY DOCUMENTS**

Clark County 20-Year Plan, including the Land Use Element, is part of a hierarchy including GMA, the Clark County Countywide Planning Policies, Community Framework Plan, and the Clark County zoning ordinance and related implementation measures. The GMA contains general and specific requirements for participating jurisdictions. Clark County's Community Framework Plan provides an overall community vision and general policies for future development in accordance with the GMA. Clark County 20-Year Plan, and Land Use Element within, provides detailed policies for managing growth consistent with the mandates of GMA and the direction of the Community Framework Plan.

The 20-Year Plan and its Land Use Element do not provide all the details, however. Precise standards, such as building setbacks, permitted uses within a particular zoning district or appropriate types of stormwater management systems are included in the implementing ordinances, including the zoning regulations. The 20-Year Plan is the controlling document and where the implementing ordinances conflict with the 20-Year Plan or fail to implement its policies, the 20-Year Plan and its policies shall prevail.

## **RELATION OF CLARK COUNTY LAND USE ELEMENT TO CITY COMPREHENSIVE PLANS**

The Land Use Element, and other 20-year Plan elements, will be the governing documents for all unincorporated lands under the jurisdiction of Clark County. City Comprehensive Plans and their associated ordinances will be the governing documents applicable within incorporated city limits. Unincorporated lands within adopted urban growth areas will be subject to county plans and ordinances, although cities will be consulted and city policies may be considered. Interjurisdictional provisions are included in the Procedures Element, Chapter 12 of this document.

# LAND USE CONDITIONS

## General History

Clark County was originally settled by Native Americans, who established villages along the Columbia River and in other sites before recorded history. European settlement dates back to the establishment of Fort Vancouver in the early 19th century. Subsequent development of Clark County was primarily agriculturally based, but small residential concentrations within compact grid networks emerged in the Vancouver, Camas and Washougal areas, and later in Battle Ground, La Center and Ridgefield. Later expansions in development patterns were brought about largely by transportation improvements. With the arrival of the streetcar, radial development along track lines followed, such as along Fourth Plain Boulevard from downtown Vancouver to Orchards. Increased automobile use beginning in the 1920's extended the reach of development further from the original downtown nodes into areas previously used for agriculture. This process continued with the influx of population during World War II, the post-war construction of Highway 99, and later Interstate 5 and 205.

Increasingly dispersed development patterns have occurred over the past 20-years in Clark County. The pace and timing of growth has occurred in cycles, driven largely by regional and national trends. From 1990 through 2000, county population grew from 238,053 to 345,238. In the past decade, Clark County grew by 107,185 residents or by 45 percent. The majority of this increase has occurred in cities, unincorporated urban growth areas and in rural areas, particularly those closer to the greater Vancouver area.

## Current General Distribution of Land Uses and Population

The total land area encompassed by Clark County and its associated cities is approximately 420,085 acres, including areas covered by water. The overall existing distribution of various land uses within Clark County is illustrated in Table 1.1. This table illustrates how the areas are designated by the Comprehensive Plan or Zoning Maps.

**Table 1.1 2003 Generalized Land Uses (Values in Acres)**

JURISDICTION AREA	FOREST	AGRIC.	COMM'L	INDUSTRY	PUBLIC FACILITIES	PARKS OPEN SPACE	SINGLE FAMILY RESIDENTS	MULTI-FAMILY RESIDENTS
CLARK COUNTY	158,041	37,808	284	329	34	9,136	105,119	
VANCOUVER UGA			4,445	7,412	2,445	4,340	29,834	5,512
CAMAS UGA			226	2,446	259	893	1,886	2,091
WASHOUGAL UGA			181	511	72	415	2,419	179
BATTLE GROUND UGA			247	642	178	334	4,150	317
LA CENTER UGA			30		76	112	593	
RIDGEFIELD UGA		9	109	759	188	172	1,719	205
YACOLT UGA			38	9	30	59	229	
<b>TOTAL</b>	<b>158,041</b>	<b>37,817</b>	<b>5,560</b>	<b>12,108</b>	<b>3,282*</b>	<b>15,461</b>	<b>145,949*</b>	<b>8,304</b>

\* Includes 120 acres of Single Family and 24 acres of Public Facility in portions of Woodland in Clark County

- Includes 18,428 acres of bodies of water; 3,981 acres of Urban Reserve; 1,762 acres of Industrial Urban Reserve; 4,044 acres of Office/Business Park; 2,035 acres of Mixed Use; Battle Ground 259 acres of Mixed Use Employment and 895 acres of Mixed Use Residential; 1,519 acres in Other Category (e.g., Airport, Bonneville Power Administration, etc, and 640 acres of Mining Lands).

Table 1.2 presents recent historic population growth and projected increases in Clark County and its cities. It should be noted that city limits listed have not remained static over time, and will not do so in the future. Growth within urban growth areas reflects an expansion of city limits as well as births, over deaths, and net migration.

The projected 2023 populations for each city reflect an assumption that city limits will grow through annexation to fill the adopted urban growth areas (UGA). Similarly, the apparent decline in the unincorporated rural and urban areas is due to a loss of land area through annexation, and not out-migration or other loss of population.

Much of the policy thrust of the Clark County 20-Year Plan is in response to the need to plan for anticipated increases in population for the 20-year period ending 2023 based on a 1.83% growth rate or a projected population of 534,191 (90% to the urban area and 10% to the rural area). Under the GMA, Clark County and its cities are required to plan for a total population projection as provided by the state Office of Financial Management (OFM). The OFM has estimated a population projection for 2020 ranging from a low of 453,280 to a high of 571,061. Although Clark County can exercise discretion over how the projected total is distributed among the urban growth areas and the unincorporated rural area, the comprehensive growth plans of Clark County and its cities must be consistent with the official total allocation. The 2023 population projections listed in Table 1.2 are actual goals, not merely future estimates or guidelines, which must be reflected in the respective 20-year plans of the jurisdictions.

**Table 1.2 Historic and Projected Population by Jurisdiction**

	1980 POPULATION	1990 POPULATION	2000 POPULATION	ABSOLUTE AND PERCENTAGE CHANGE 1980-2000	2023 PROJECTED POPULATION
CLARK COUNTY OVERALL AREA	192,227	238,053	345,238	153,011 79.6%	534,191
UNINCORPORATED RURAL AREA	134,978	173,844	166,279	31,300 23.2%	80,909
UNINCORPORATED URBAN AREA	57,248*	64,209*	178,959*	121,711 212.6%	0
BATTLE GROUND CITY LIMITS	2,774	3,758	9,322	6,548 236.0%	35,295
CAMAS CITY LIMITS	5,681	6,798	12,534	6,853 120.6%	23,964
LA CENTER CITY LIMITS	439	483**	1,654	1,215 276.8%	3,799
RIDGEFIELD CITY LIMITS	1,062	1,332	2,147	1,0856 102.2%	11,218
VANCOUVER CITY LIMITS	42,834	46,380	143,560	100,726 235.2%	358,936
WASHOUGAL CITY LIMITS	3,334	4,764	8,595	4,761 124.2%	18,780
YACOLT CITY LIMITS	544	600	1,055	511 93.9%	1,290

Sources: Washington State Office of Financial Management, April 1 Intercensal and Postcensal Estimates of the Total Resident Population by Year 1968-2002. Projected 2023 population based on OFM allocation and 1.83% growth rate.

\* Includes a portion of the City of Woodland that is located in Clark County. \*\* State Certified Special Census.

Approximately 90 percent of population growth over the 20-year planning horizon is expected to occur in designated urban growth areas, with 10 percent of the remainder to occur in unincorporated rural and natural resource lands. This type of development pattern is consistent with the goals of the GMA and supports the implementation of the long range vision of Clark County reflected in the Community Framework Plan.

## **Residential Land Uses**

Residential lands provide the base for provision of housing of Clark County residents. As of 2000, Clark County and its cities contained a total of 134,030 residential units, housing a total population of 345,238. Residential uses consume more acreage than any other type of land use except agricultural and forest resource lands, which also usually serve as home sites. About 82% of all housing units are located within the adopted urban growth areas. There is a variety of housing types available, reflecting the needs and tastes of the people for whom they were built. Single-family housing accounts for 71% of the total housing units in Clark County and multi-family units account for the remaining 29%, according to the 2000 US Census. Within the urban growth areas, the percentage of single family units is about 73%, and the multi-family percentage is approximately 27%. The number and proportion of multi-family homes have increased gradually over the years, due largely to national changes in demographics and housing needs, but detached single family homes remain as the most common form of dwelling. To increase the range and affordability of housing, the 20-Year Plan has a general goal that no more than 75% of new housing stock shall be of a single product (e.g., single-family detached residential). A more complete analysis of residential development issues is contained in the Housing Element, Chapter 2 of this document.

For the purposes of assessing overall land use, perhaps the most significant policy issues related to residential uses are the sufficiency, affordability and location of the overall housing stock. These factors are heavily driven by market and demographic factors which are largely beyond local control, such as interest rates or immigration to the Portland-Vancouver region. However, Clark County can provide an appropriate land base and policy guidance through the comprehensive planning process to influence these factors in a positive direction.

The 2003 Comprehensive Plan Map for the county and its cities contains an adequate amount of land designated for urban residential use, which is sufficient to accommodate the projected population increase of 147,355 persons in Clark County area. The methodology used to determine the amount of land needed to accommodate the projected population increases is based on the policy directives of the Board of County Commissioners.

In order to enhance affordability, moderately smaller lot sizes and higher densities on average are being encouraged through Plan Map designations and associated policies. Equally important, provisions for a wide range of housing densities and types are encouraged by the plan. Higher density multi-family housing will be particularly encouraged in an area near major activity centers of Downtown Vancouver, Vancouver Mall and the Washington State University Campus site, and



transportation corridors between these centers. Outside this area, single family residential housing will continue to be the norm, with provisions for slightly higher densities and encouragements for infill and mixed use developments.

### **Commercial and Industrial Land Uses**

The most important function of commercial and industrial lands in Clark County is to provide local employment opportunities. Commercial and industrial development can also provide goods and services for Clark County and points beyond. Clark County is part of the larger Portland-Vancouver metropolitan area, and land use patterns reflect the proximity to this larger employment base. Currently, there is considerably more residential development than business or industry in Clark County. Approximately 32 percent of Clark County workers commute to workplaces in Oregon. The importance of resource-based industries (agriculture, timber, and mining) has declined since 1950, as heavy manufacturing activities (aluminum, paper mills, etc.) have increased. Over the last 10 years, heavy manufacturing has declined in importance as research and high technology industries began to locate in the area.

Commercial activities in Clark County to date have typically been developed as free standing structures on relatively large lots, with extensive parking areas. Much of the commercial development within the unincorporated urban areas of Clark County has occurred in continuous strips along arterials. Large tracts of commercial land are located in Hazel Dell along Highway 99 and 78th Street, in Orchards along 117th Avenue and in Cascade Park along Mill Plain Boulevard.

Currently, 12,108 gross acres are designated for industrial uses, of which 4,900 gross acres are in current industrial use. This acreage includes lands with an outright industrial designation. Most of the land in current industrial use is located in the southern portion of Clark County, primarily at the Port of Vancouver, Columbia Business Center, Cascade Business Park and the Port of Camas-Washougal.

Approximately 3,900 gross acres of industrial and business development designated land are needed to accommodate the expected 20-year growth in industrial and business employment. Additionally, resource based industry is encouraged in rural areas. More detailed information is provided in the Economic Development Element, Chapter 9, of this document.

### **Parks**

Clark County has been involved in land acquisition for parks since the 1930's, and adopted its first Comprehensive Parks and Recreation Plan in 1965. Clark County owns and manages approximately 5,007 acres. The Vancouver-Clark Parks and Recreation Department oversees the administration, acquisition, development and maintenance of parks, sports facilities (e.g., soccer fields, rifle range), greenways and trails. The Parks and Recreation Department has identified two facilities categories: urban and regional parks. Additionally, through the Vancouver-Clark Comprehensive Parks and Recreation Plan, the Department has established ten urban parks districts in the Vancouver urban area and adopted an urban parks acquisition standard of 6.25 to 10.5 acres per 1,000 people of urban park land.



Clark County owns and manages 5,007 acres of urban parks and open space within the ten parks districts. Impact fees are collected within each of the park district service areas. These fees are used for the acquisition of neighborhood parks, community parks and urban open space. The Parks, Recreation and Open Space Element, Chapter 7, provides further background and level of service on these facilities in Clark County.

### **Land Use Integration**

For a community to function in a livable and efficient manner, land uses must not only be provided in sufficient overall quantities, but must also be developed in an integrated, cohesive fashion. The 20-Year Plan encourages improved land use integration on a range of levels, from more efficient overall regional form to better site-specific land use integration and access.

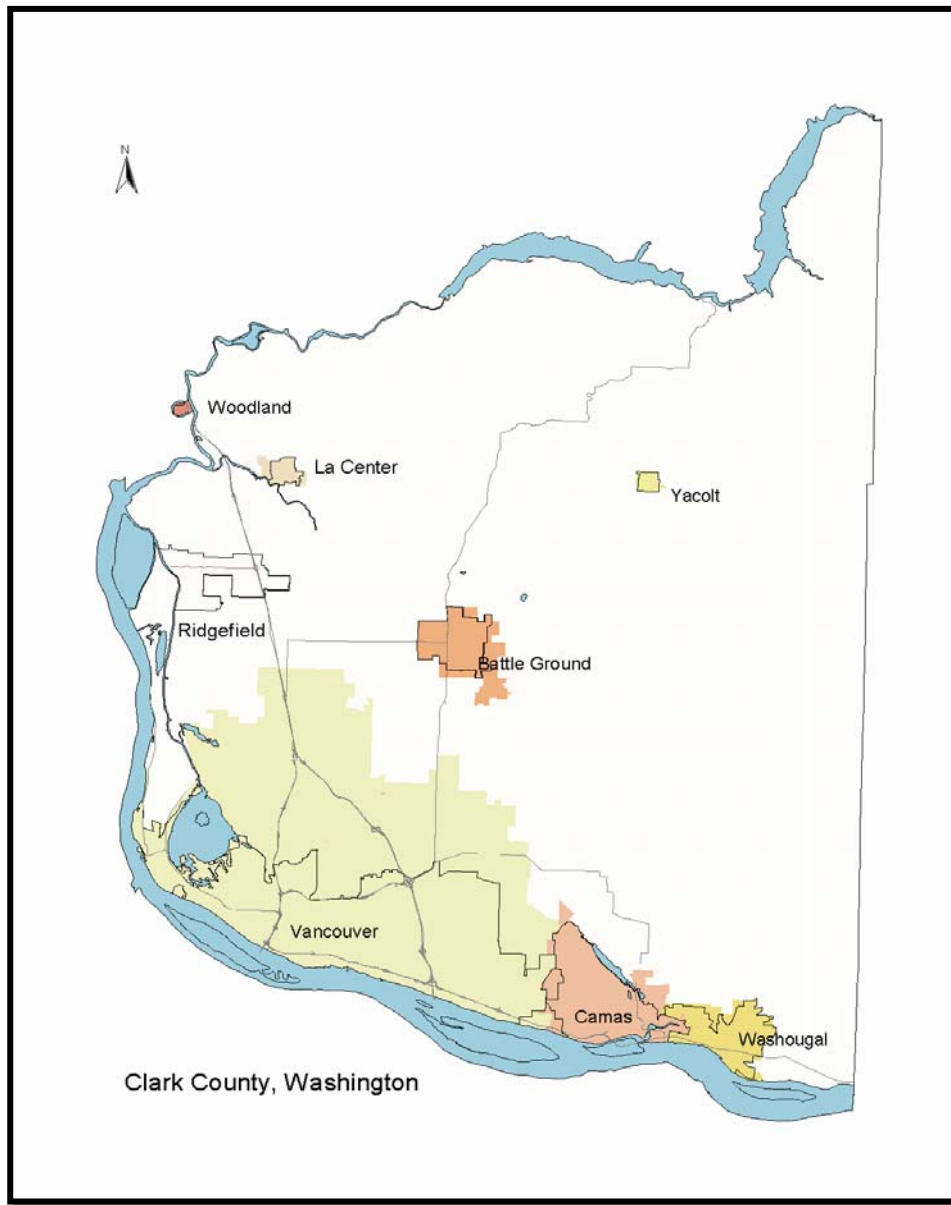
## **URBAN GROWTH AREAS**

Perhaps the most fundamental policy component of the 20-Year Plan is the establishment of urban growth boundaries, as required by the GMA. Within urban growth boundaries, development of urban uses and densities should occur, and urban level of services should be available, or capable of being provided in the future. Within the rural area beyond the urban growth boundaries, only rural uses and densities should occur, and only rural level of services should be provided.

The establishment of urban growth boundaries is intended to reduce service inefficiencies associated with sprawling and dispersed development patterns, and to produce a generally more compact overall urban development pattern which can be served more efficiently. Urban growth boundaries also facilitate more efficient timing of growth, as available land supplies within the urban areas are generally utilized before the boundary is extended into the adjacent rural area to allow for more intensive development in that area. In the absence of established boundaries, leap frog development may occur when urbanization takes place in isolated outlying pockets before it occurs in areas closer to the cities.

Urban growth boundaries also serve the purpose of fostering distinctions between the urban and rural areas which often become blurred or lost in the face of unmanaged growth. Those who choose to live in rural or urban areas often do so because of the relatively unique set of characteristics that each offers. By reinforcing and protecting the distinction between urban and rural areas, growth boundaries can help to conserve for the future many of these characteristics which have been steadily eroded in Clark County in

recent years, particularly in the rural communities closer to the urban areas (Figures 9 through 15).



### Focused Public Investment Areas

Although development will occur throughout the urban areas, the 20-Year Plan encourages more focused capital improvements for a variety of services in specific areas in order to provide “fully served” land where all public facilities meet or exceed standards. Clark County has identified potential investment areas and developed conceptual plans and cost estimates for making these areas ready to build. Encouraging development in the focused public investment areas will allow mixed use, industrial, and professional business activities to locate where they can be served most easily and efficiently by public services, particularly transportation. These centers and nodes have better automobile and transit accessibility than most other urban areas. Encouraging commercial activities in close proximity to higher density housing will provide important opportunities to more closely

match jobs, housing and shopping, minimizing traffic impacts by reducing the number and length of automobile trips needed.

Providing a range of development densities in the urban area is intended to foster a variety of options for people or companies wishing to live or do business in Clark County. Opportunities will be provided in residential areas characterized by larger homes and ample yard space, as well as those who wish to live in a more urbanized setting of smaller homes within walking distance or close proximity of a full range of shops or other activities.

### **More Accessible and Pedestrian Friendly Development in Individual Neighborhoods or Commercial Areas**

The 20-Year Plan also encourages better land use integration through increased accessibility and interrelation of nearby uses. Development patterns or uses which allow for and encourage pedestrian access are encouraged, while development which is of a strip commercial nature or otherwise exclusively oriented to automobile traffic is not.

## **INTERPRETATION OF THE 20-YEAR PLAN MAP**

The 20-Year Plan Map identifies a number of different designations which are described below. The plan designations have been chosen are consistent with the location criteria described. Future amendments to the 20-Year Plan map must be made in a manner, which is consistent with these general descriptions (Tables 1.3, 1.4, and 1.5).

**Table 1.3 Rural Lands Plan Designation to Zone Consistency Chart**

PLAN ZONE	RURAL ( R )	RURAL INDUSTRIAL (RI)	RURAL CENTER (RC)		URBAN RESERVE (UR)	INDUSTRIAL URBAN RESERVE (IUR)	PUBLIC FACILITY
			RESIDENTIAL	COMMERCIAL			
R-5							
R-10							
R-20							
CR-2							
RC-1							
RC-2.5							
CR-1							
MH							
A							
UR-10							
UR-20							

**Table 1.4 Urban Plan Designation to Zone Consistency Chart**

PLAN ZONE	UL	UM	UH	NC	CC	CG	MU	EC	ML	MH	A	PF
R1-20												
R1-10												
R1-7.5												
R1-6												
R1-5												
R-12												
R-18												
R-22												
R-30												
R-43												
OR-15												
OR-18												
OR-22												
OR-30												
OR-43												
C-2												
C-3												
CL												
CH												
MX												
OC\BP												
ML												
MH												
U												
A												

*Shaded areas indicate allowed zones in each designation*

**Table 1.5 Resource Lands Plan Designation to Zone Consistency Chart**

PLAN ZONE	AGRICULTURE	AGRICULTURE / WILDLIFE	FOREST TIER I	FOREST TIER II	PUBLIC FACILITY	AIRPORT
AG-20						
AG/WL						
FR-80						
FR-40						
A						

The Plan to Zone matrix is provided to identify those implementing base zoning districts which are consistent with each plan designation. Those districts which are not included within a given plan designation are inconsistent with the plan map and are not permitted within that designation. This information is necessary to determine when, where and under what circumstances these designations should be applied in the future. The 20-Year Plan recognizes a number of different concurrent zones, zoning overlays and zoning combining districts which are intended to apply across plan designations and are not included in the following descriptions and matrix.

## **20-YEAR PLAN DESIGNATIONS AND LOCATION CRITERIA**

### **URBAN LANDS**

#### **Urban Low Density Residential (UL)**

This designation provides for predominantly single-family residential development with densities of between five and ten units per gross acre. Minimum densities will assure that new development will occur in a manner which maximizes the efficiency of public services. New development shall provide for connection to public sewer and water. Duplex and attached single-family homes through in-fill provisions or approval of a Planned Unit Development may be permitted. In addition, public facilities, churches, institutions and other special uses may be allowed in this designation if certain conditions are met. The base zones which implement this 20-Year Plan designation are the R1-20, R1-10, R1-7.5, R1-6 and R1-5 zones. The zones may be applied in a manner that provides for densities slightly higher than existing urban development, but the density increase should continue to protect the character of the existing area.

#### **Urban Medium Density Residential (UM)**

This designation provides land for single family attached housing, garden apartment, and multi-family developments ranging from 10 to 22 dwelling units per gross acre. Minimum densities assure that areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs. Areas planned for urban medium residential use and assisted living facilities shall be located near commercial uses and transportation facilities in order to efficiently provide these services. Public facilities and institutions are allowed under certain conditions. The implementing base zones in this designation are the R-12, R-18 and R-22 zones. Where Offices are determined to be appropriate, the Office Residential OR-15, OR-18 and OR-22 zones can be applied in this designation.

#### **Urban High Density Residential (UH)**

These areas provide for the highest density housing in the urban area with 43 units per gross acre. Minimum densities assure that these areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs including assisted living facilities. Areas with this designation shall be located in transit corridors and near commercial and employment centers to provide demand for commercial and transportation services while providing easy access to employment. Institutions and public facilities are allowed in this zone under certain conditions. Base zones in this designation are the R-30 and R-43. Where Offices are determined to be appropriate, Office Residential OR-30 and OR-43 zones can be applied in this designation.

## **Neighborhood Commercial (NC)**

These Commercial center areas provide services within walking distance for the frequent needs of the surrounding residents and are implemented by the Neighborhood Commercial base zone. These areas are located in the urban growth boundary and will generally be small areas which are generally designed to serve neighborhoods. Developments in these areas will be designed to be compatible with the surrounding residentially zoned neighborhoods.

New neighborhood commercial areas should generally be less than five acres in size, spaced less than five miles from similar uses or zones, serve a population of up to 10,000 and locate at neighborhood collector or larger crossroads. In addition, all new commercial applications should address the criteria in Additional Commercial, below.

## **Community Commercial (CC)**

These commercial center areas provide services to several neighborhoods in urban areas of Clark County and is implemented with the Community Commercial or Limited Commercial base zones. New community commercial areas should generally be between five and 20 acres in size, spaced two to four miles from similar uses or zones, serve a population of 10,000 to 20,000 and locate at minor or major arterial crossroads. Limited Commercial zoning is limited to existing strip commercial areas and should not be used to implement any new Community Commercial plan designations. In addition, all new commercial applications should address the criteria in Additional Commercial, below.

## **General Commercial (CG)**

This designation is applied to existing strip commercial areas as highway or limited commercial zoning. The strip commercial areas are generally characterized as narrow bands of commercial uses adjacent to major and minor arterial roadways. The 20-Year Plan strongly discourages additional strip commercial (highway or limited commercial base zones) being applied to new areas or extending existing strip commercial areas.

## **Additional Commercial Criteria**

- Extension of those areas of strip commercial development designated General Commercial is discouraged by the 20-Year Plan. These strips attract traffic to the area and many businesses along the street become points of turning movements. This greatly reduces the traffic capacity of the streets and increases the potential number of traffic accident situations. Commercial strips are usually backed by residential uses which increases the number of residential-commercial conflicts unnecessarily. The commercial uses are oriented toward the street and usually pay little attention to the rear of the property abutting the residential uses.
- The strips along major roads are generally so long that available commercial property exceeds the demand in the area and residential uses are left along the street, mixed with commercial activities. The linear nature of these developments, the number of driveways crossing sidewalks and the lack of alternative cross traffic or pedestrian circulation make these areas convenient and accessible only to automobile traffic.
- Provide a market analysis which identifies the need for the new commercial area/center.

- Provide a land use analysis of available commercially designated and zoned land in the market area of the proposed site and a determination of why the existing commercial land is inadequate.

### **Mixed Use (MU)**

Areas within this designation are implemented with the list of uses allowed in the mixed use (MX) zone and are intended to provide the community with a mix of compatible urban retail service, office, and residential uses. The mix of uses should be mutually supporting and pedestrian and transit-oriented. Pedestrian and transit orientation shall be accomplished through design requirements governing such elements as scale, bulk, street orientation, landscaping, and parking.

### **Employment Center (EC)**

Areas within this designation are implemented with Office Campus (OC) and Business Park (BP) base zones and are intended to provide the community with a compatible office and attractive new non-polluting industries. Office and Business Park areas are designated for more intensive job related land uses that pay family wages, such as professional offices, research and technology related industries located in a campus like setting. Business Park areas may also be targeted by special public and/or private incentive programs that provide up front public service improvements or other inducements to attract family wage employment where higher job densities are encouraged. These areas are specifically targeted by local government and private sector job development organizations to consider special incentives to attract large scale businesses with public improvements, tax incentives, expedited development review or other considerations.

### **Office Campus**

Office Campus is implemented with an office campus base zone and provides land for the development of regional and general offices, light industry, research and development, and associated commercial uses which will provide services and jobs to the entire region. Areas within this designation are to be located where they can be supported by mass transit and the surrounding land uses. In general, they are on major arterial roads and at major intersections.



### **Business Park**

Business Park is implemented only with uses permitted in the business park zoning and is intended to provide for campus like development with higher job densities and family wage jobs than in traditional industrial areas.

## **Light Industrial (ML)**

Areas within this designation provide for light manufacturing, warehousing and other land intensive uses. Services and uses which support industrial uses are allowed in these areas but limited in size and location to serve workers within the light industrial area. Industrial lands are located in areas of compatible land uses and in areas with arterial access to the regional transportation network. Light Industrial, implements this plan designation.

## **Heavy Industrial (MH)**

This designation is implemented with a heavy industrial base zone and provides land for heavy manufacturing, warehousing and industrial uses that may be incompatible with other categories of land uses. This designation is appropriate for areas which have extensive rail and shipping facilities.

## **Public Facilities (PF)**

This designation is applied to land uses that have facilities or are for public use. Public schools, government buildings, water towers, sewer treatment plants, and other publicly owned uses are included in this designation. The implementing base zone may be Public Facilities.

## **Airport (A)**

This designation is applied to airports that allow public use. It is implemented with an airport base zone.

## **Urban Reserve (UR)**

These lands are on the fringe of the Urban Growth Boundaries. This designation is intended to protect areas from premature land division and development that would preclude efficient transition to urban development. Areas designated as Urban Reserve are intended for future urban residential and commercial development and are implemented by the Urban Reserve 10 base zone. These areas are identified as being future additions to Urban Growth Areas. These lands may be added to the urban area, as necessary through amendments to the 20-Year Plan.

Limited areas of designated resource lands may be included within the urban reserve areas. These resource lands should be limited in size and be subject other factors which limit its long term significance as resource lands such as surrounding land uses, adjacency to urban growth areas, logical urban service areas and the lack of other suitable areas for future urban growth.

## **RURAL LANDS**

This designation is intended to provide lands for residential living in the rural area. Natural resource activities such as farming and forestry are allowed and encouraged to occur as small scale activities in conjunction with the residential uses in the area. These areas are subject to normal and accepted forestry and farming practices. The Rural 5, 10 and 20 base zones implement this designation. A Rural 10 designation are applied within the rural area to prevent premature subdivision of future urban areas where the lands are adjacent to designated Urban Reserves, the predominant size are equal or greater than 10 acres, act as a buffer to Natural Resource lands, and protects environmentally critical areas consistent with applicable county ordinance and related regulations. This allows for efficient urban development when land is added to the urban growth areas. Rural 20 map designation applies to rural areas where the lands act as a buffer to Natural Resource designated lands,

are used for small scale forest or farm production, and contain significant environmentally constrained areas as defined by applicable county code and related regulations.

### **Rural Center Residential**

The rural center residential zones are to provide lands for residential living in the rural centers at densities consistent with the comprehensive plan. These districts are only permitted in the designated rural centers and are implemented with the RC-1 and RC-2.5 base zones.

### **Rural Commercial**

This designation is located in rural areas outside of urban growth boundaries in existing commercial areas and within designated Rural Centers. These areas are generally located at convenient locations at minor or major arterial crossroads and sized to accommodate the rural population. Rural Commercial areas are not intended to serve the general traveling public in rural areas located between urban population centers. Rural Commercial areas within designated Rural Centers are implemented with the CR2 base zone. Areas outside of these Rural Centers are implemented with the CR1 base zone. All new rural commercial applications shall address the criteria for new commercial areas as identified in Additional Commercial, above.

### **Rural Industrial**

This industrial designation is to provide for industrial uses in the rural area that are primarily dependent on the natural resources derived from the rural area. The Heavy Industrial base zone implements this designation.

## **RESOURCE LANDS**

### **Agriculture Lands**

These lands have the growing capacity, productivity, soil composition, and surrounding land use to have long-term commercial significance for agriculture and associated resource production. This designation is implemented by the Agriculture (AG-20) base zone.

### **Agriculture/Wildlife**

This designation is applied to areas in the Columbia River lowlands which have the characteristics to support long-term commercially-significant agriculture and are valuable seasonal wildlife habitat. The primary uses in this area are commercial agriculture, wildlife habitat management and recreation. This designation is implemented by the Agriculture/Wildlife (AG/WL) base zone.

### **Forest Tier I**

This designation is applied to those lands which have the physical characteristics that are capable of management for the long-term production of commercially significant forest products and other natural resources such as minerals. This tier is primarily applied to larger parcels and major industrial forestry landowners. The Forest-80 (FR-80) base zone, implements this designation.

### **Forest Tier II**

This designation is applied to those lands which have the physical characteristics that are capable of management for the long-term production of commercially significant forest products

and other natural resources, such as minerals. The Forest-40 (FR-40) base zone implements this designation.

### **Previously Developed Agriculture and Forest Zoned Property**

Land divisions of remainder or parent parcels created under previous Agriculture or Forest Zoning District "Cluster" provisions, which are now within a resource zone or rural residential zone, shall count the acreage and number of previously approved "cluster" lots towards the density authorized under the current zone to determine the maximum number of new lots permitted on the "remainder" of the parent lot.

For example, a "cluster" subdivision of a 20-acre parcel zoned Agriculture in 1992 created five one-acre and one 15-acre remainder or parent parcel. Now, the property is zoned for five-acre lots. The 15 acre parcel would be entitled to three five-acre lots except for the fact that it was approved as a remainder agriculture resource lot along with five one-acre lots in 1992. Currently, the original 20-acre undivided parcel would have been entitled to four five-acre lots. Since the 20-acre parcel has already been divided into six lots, no further divisions are permitted.

## **OVERLAY DISTRICTS**

Additional 20-Year Plan Map designations or symbols are used to identify certain land use policies that are implemented in several different ways.

### **Urban Holding District Overlay**

This district overlays urban 20-Year Plan Map and zoning map. The Urban Holding district overlay is implemented by UH-20 and UH-40 zones. Removal of the urban holding overlay shall be consistent with the special implementation procedures provided for in Chapter 12, Procedure Guidelines.

### **Industrial Urban Reserve Overlay**

Areas designated as Industrial Urban Reserve Overlay are intended for future urban industrial development and are implemented by the Urban Reserve 20 base zone.

### **Surface Mining Overlay**

This designation is implemented with an overlay zone and recognizes existing mining areas and is to allow for the future mining of minerals in an economically feasible way. Other land use controls which flow from 20-Year Plan policies or state or federal law apply to development proposals that are identified on zoning or other adopted maps but are not specifically identified on the 20-Year Plan Map.

### **Existing Historic Resort Overlay**

This designation is implemented with an overlay zone and recognizes the following existing historic resort: Alderbrook. Criteria for approving additional existing historic resorts through the Annual Review or period plan updates are set forth in RCW 36.70A.362.

## **CONCURRENCY**

A critical aspect of land development is the availability and delivery of public services needed to serve that development. The GMA reinforces and formalizes this concept, known as concurrency, to require that necessary public services be available as part of the concurrency management program with new development. GMA requires that at a

minimum, specific levels of service standards for transportation be adopted by local jurisdictions, and those development proposals which cannot demonstrate compliance with these adopted service standards be denied. If they so choose, jurisdictions may also adopt levels of service for sewer, water, storm drainage, schools, parks, fire and police.

Further information and policies regarding service concurrency are contained in the applicable element chapters. The establishment of level of service standards has significant impact on future land use development patterns as well as service delivery. Table 6.1 (Capital Facilities and Utilities Element) summarizes generalized service provision anticipated in the urban and rural areas of Clark County. The descriptions are not precise standards to be used for regulatory purposes.

## **GOALS AND POLICIES**

The 20-Year Plan policies listed in this element directly follow the mandates of the GMA and the Clark County Community Framework Plan, adopted by Clark County in May 1993 pursuant to GMA.

### **Washington State Goals and Mandates**

As noted earlier, the GMA lists 13 broad goals regarding land use in general, as well as specific mandates regarding the designation of urban growth boundaries and provisions for development within the boundaries. Above all else, the GMA requires more compact growth patterns to allow for more efficient service delivery. GMA requires that a clear distinction be made between urban and rural lands. Participating counties must adopt urban growth boundaries in which urban growth will be encouraged, and outside of which only non urban growth may occur. Similarly, urban level public services must be in place, or be capable of being provided within the boundaries, but only rural level services should be provided outside the boundaries. The boundaries must be large enough to accommodate urban growth levels projected by the state to occur over a 20-year period, and may include areas outside of existing city limits but only if those areas are characterized by existing urban growth or are adjacent to areas of existing urban growth. In both the urban and rural areas, cities or counties must adopt level of service standards for basic services such as transportation, sewer, water and stormwater provision, and must ensure that new development proposals are capable of meeting those level of service standards. The goals and mandates of the GMA are presented in more detail in the Introduction of the 20-Year Plan.

### **Community Framework Plan**

Pursuant to the GMA, Clark County adopted the Community Framework Plan to establish an overall vision for the long-term growth of Clark County consistent with the GMA, and to articulate basic policies related to land use to implement that overall vision. The Framework Plan also contains Clark Countywide planning policies, which were adopted to establish a procedure for bridging the gap between the Community Framework Plan, which is very general in nature, and the actual 20-Year Plan policies, which are more specific.

### **Buildable Lands Review and Evaluation Program**

Buildable Lands Review and Evaluation Program Amendments to the GMA in 1997 require Clark County and its cities to collect data on buildable lands and analyze how planning goals are being achieved. The amendments, often referred to as the Buildable Lands Program, require local governments to monitor the amount and density of residential, commercial and industrial development that has occurred since adoption of a jurisdiction's

Growth Management comprehensive plan. If the results of the seven-year buildable land evaluation reveal deficiencies in buildable land supply within UGA's, Clark County and the cities are required first to adopt and implement reasonable measures that will remedy the buildable land supply shortfall before adjusting UGA boundaries.

The Buildable Lands Program, at minimum should answer the following questions:

- What is the actual density and type of housing that has been constructed in UGA's since the last comprehensive plan was adopted or the last seven-year evaluation completed? Are urban densities being achieved within UGA's? If not, what measures could be taken, other than adjusting UGA's, to comply with the GMA?
- How much land was actually developed for residential use and at what density since the comprehensive plan was adopted or the last seven-year evaluation completed? Based on this and other relevant information, how much land would be needed for residential development during the remainder of the 20-year comprehensive planning period?
- How much land was actually developed for residential use and at what density since the comprehensive plan was adopted or the last seven-year evaluation completed? Based on this and other relevant information, how much land would be needed for residential development during the remainder of the 20-year comprehensive planning period?
- To what extent have capital facilities, critical areas, and rural development affected the supply of land suitable for development over the comprehensive plan's 20-year timeframe?
- Is there enough suitable land in Clark County and each city to accommodate Clark Countywide population growth for the 20-year planning period?
- Does the evaluation demonstrate any inconsistencies between the actual level of residential, commercial, and industrial development that occurred during the seven-year review period compared to the vision contained in Clark County-wide planning policies and comprehensive plans and the goals and requirements of the GMA?
- What measures can be taken that are reasonably likely to increase consistency during the subsequent seven-year period, if the comparison above shows inconsistency?

## **Land Use Element**

The Land Use Element for 20-year comprehensive plans determines the general distribution and location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities, public facilities, and other uses. The Land Use Element includes population densities, building intensities, and estimates of future population growth. The land use element is to provide for protection of groundwater resources, and where applicable, address drainage, flooding, and run-off problems and provide for coordinated solutions.

The following policies are to coordinate the efforts of Clark County and cities in designating land uses, densities, and intensities to achieve the pattern described above in their respective Comprehensive Growth Management Plans.

## 1.1 Countywide Planning Policies

- 1.1.1 Clark County, municipalities and special districts will work together to establish urban growth areas within which urban growth shall be encouraged and outside of which growth may occur only if it is not urban in nature. Each municipality within Clark County shall be included within an urban growth area. An urban growth area may include territory located outside of a city if such territory is characterized by urban growth or is adjacent to areas characterized by urban growth.
- 1.1.2 Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in Clark County for the succeeding 20-year period.
- 1.1.3 Urban growth shall be located primarily in areas already characterized by urban growth that have existing public facility and service capacities to adequately serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private sources. Urban governmental services shall be provided in urban areas. These services may also be provided in rural areas, but only at levels appropriate to serve rural development.

Urban governmental services include those services historically and typically delivered by cities or special districts, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection, public transit services, and other public utilities not normally associated with non-urban areas.

- 1.1.4 An urban growth area may include more than a single city.
- 1.1.5 Urban growth is defined as growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, fiber, or the extraction of mineral resources.
- 1.1.6 Clark County and cities shall review, at least every seven (7) years, their designated urban growth area or areas in compliance with RCW 36.70A.215. The purpose of the review and evaluation program shall be to determine whether Clark County and its cities are achieving urban densities within Urban Growth Areas. This shall be accomplished by comparing the growth and development assumptions, targets and objectives contained in these policies (and in county and city comprehensive plans) with actual growth and development that has occurred.
- 1.1.7 Each municipality within Clark County shall annually provide to Clark County parcel specific information on land developed or permitted for building and development in three categories: residential, commercial, and industrial. Clark County and municipalities shall follow the guidelines specified in the Plan Monitoring Procedures Report for the collection, monitoring, and analysis of development activity and potential residential/employment capacity.
- 1.1.8 Clark County, in cooperation with the municipalities, shall prepare a Buildable Lands Capacity Report every seven years, with the first report completed by September 2002. The report will detail growth, development, capacity, needs,

and consistency between comprehensive plan goals and actual densities for Clark County and the municipalities within it.

1.1.9 Clark County and municipalities shall use the results of the Buildable Lands Capacity Report to determine the most appropriate means to address inconsistencies between land capacity and needs. In addressing these inconsistencies, Clark County and municipalities shall identify reasonable measures, other than adjusting urban growth areas, that will be taken to comply with the requirements of RCW 36.70A.215.

1.1.10 Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management and appropriate bi-state/regional sources.

1.1.11 Interagency Cooperation. Clark County and each municipality will work together to:

- establish a Technical Advisory Committee to develop an ongoing coordination program within the urban growth area;
- provide opportunities for each jurisdiction to participate, review and comment on the proposed plans and implementing regulations of the other;
- coordinate activities as they relate to the urban growth area;
- coordinate activities with all special districts;
- seek opportunities for joint efforts, or the combining of operations, to achieve greater efficiency and effectiveness in service provision; and,
- conduct joint hearings within the urban growth areas to consider adoption of Comprehensive Plans.

1.1.12 Coordination of land use planning and development:

- Clark County and each municipality shall cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area.
- Comprehensive Plans must be coordinated. The comprehensive plan of each county or city shall be coordinated with, and consistent with, the comprehensive plans adopted by other counties or cities with which Clark County or city has, in part, common borders or related regional issues. The city and Clark County shall play partnership roles in the production of plans which provide the opportunity for public and mutual participation, review and comment.
- Urban development shall be limited to areas designated by the urban growth boundary. Clark County and each local jurisdiction urban areas would have a higher average density than currently exists, approximately 4, 6 to 8, units per net residential acre depending on the specific urban area. No more than 75 percent of the new housing stock would be of a single product type (i.e., single-family detached residential or attached multi-family). This would not apply to the Yacolt urban growth area due to wastewater management issues.

1.1.13 Urban Growth Area Centers (UGA) have a full range of urban levels of services and can be divided into three main categories in the following density tiers:

- **Vancouver Urban Growth Area Major Centers** are now or will be a major urban area activity centers with a full range of residential, commercial, and industrial uses, high-capacity transit corridors, schools, major cultural and public facilities. Major urban areas centers, have or will have, urban densities of development of at least between 6 and 8 units per net residential acre (4.5 to 6 gross units per acre) as an overall average. Areas along high capacity transit corridors and priority public transit corridors may have higher than average densities while other areas would have lower densities (e.g. established neighborhoods and neighborhoods on the fringes of the urban area). Regional institutions and services (government, museums, etc.) should be located in the urban core.
- **Urban Growth Areas of Battle Ground, Camas, Ridgefield and Washougal** will have a full range of residential, commercial, and industrial uses, schools, neighborhood, community, and regional parks, and are within walking distance to HCT corridors or public transit. These areas will have employment opportunities and lower densities than a major urban area centers, averaging at least between 6 and 8 units per net residential acre (4.5 to 6 gross units per acre). Higher densities occur along transit corridors and in the community center, with lower densities in established neighborhoods and on the outskirts of the community. These urban growth areas centers should have a center focus that combines commercial, civic, cultural and recreational uses.
- **La Center Urban Growth Area will be a Neighborhood Centers** are located in predominantly residential area with at least 4 housing units per net residential acre (3 gross units per acre), and include pedestrian-oriented commercial uses, schools, and small parks. There are no standards for the Yacolt urban growth area due to lack of public sewer. A mix of residential uses and densities are or will be permitted. Neighborhoods are to have a focus around parks, schools, or common areas.

1.1.14 Rural Centers are outside of urban growth areas centers and urban reserve areas and provide public facilities (e.g., fire stations, post offices, schools) and commercial facilities to support rural lifestyles. Rural centers have residential densities consistent with the surrounding rural minimum lot sizes and do not have a full range of urban levels of services

1.1.15 Establish consistent regional criteria to determine the size of urban growth areas for the 20-year comprehensive plans that:

- utilize a market factor (25% for business park and commercial, 50% for industrial, and 0% for Residential);
- include a household size of 2.69 and utilize natural features (such as drainages, steep slopes, riparian corridors, wetland areas, etc.);
- conserve designated agriculture, forest or mineral resource lands;
- ensure an adequate supply of buildable land;
- have the anticipated financial capability to provide infrastructure/services needed for the 20-year growth management population projections; and,
- balance industrial, commercial, and residential lands.

- 1.1.16 Establish consistent regional criteria for urban growth area boundaries for the 20-year comprehensive plans that consider the following:
- geographic, topographic and man-made features;
  - public facility and service availability, limits and extensions;
  - jurisdictional and special district boundaries;
  - location of designated natural resource lands and critical areas; and,
  - minimize split designations of parcels.

## 20-Year Planning Policies

**GOAL:** *Adopt Urban Growth Area (UGA) boundaries to accommodate residential and employment increases projected within the boundaries over the next 20-years.*

### 1.2 Policies

1.2.1 The UGAs shall be consistent with the following general goals:

- reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
- provide for the efficient provision of public services;
- protect natural resource, environmentally sensitive and rural areas;
- encourage a clear distinction between urban and rural areas;
- maintain densities which support a multi-modal transportation system;
- support variety, choice and balance in living and working environments;
- promote a variety of residential densities; and,
- include sufficient vacant and buildable land.

1.2.2 The UGAs shall be consistent with the following more specific criteria:

- Each UGA shall provide sufficient urban land to accommodate future population/employment projections through the designated planning period.
- Cities shall be located within UGAs. Urban services shall be provided within those areas. Urban services should generally not be provided outside UGAs. (See Chapter 6, Capital Facilities and Utilities for urban and rural services.)
- Lands included within UGAs shall either be already characterized by urban growth or adjacent to such lands.
- Existing urban land uses and densities should be included within UGAs.
- Land within the UGA shall not contain areas designated for long-term agriculture or forestry resource use.
- UGAs shall provide a balance of industrial, commercial and residential lands.
- The UGAs should utilize natural features (such as drainage ways, steep slopes, open space and riparian corridors) to define the boundaries.
- Each UGA shall have the anticipated financial capability to provide infrastructure/services needed in the area over the planning period under adopted concurrency standards.

### **Battle Ground Urban Growth Area**

- 1.2.3 The unplatted areas of the Cedars development shall be developed under the following guidelines:
- no lot south of Salmon Creek shall be less than 15,000 square feet in size and all lots south of Salmon Creek shall average 20,000 square feet; provided however, that for calculating the average only, all lots in excess of one acres shall be counted as one acre lots;
  - all lots developed adjacent to existing Cedars plats shall be at least 20,000 square feet; and
  - all lots north of Salmon Creek may be developed at densities of 15,000 square feet; and, all new plats shall contain CC & R's substantially similar to those currently in effect for existing Cedars plats.
- 1.2.4 Clark County will work jointly with the City of Battle Ground and the Department of Natural Resources to develop a plan for the Tukes Mt. area currently held by the Department of Natural Resources. The plan should acknowledge the interests of all parties, but should recognize and protect the special natural character of the area.

### **Vancouver Urban Growth Area**

- 1.2.5 All shoreline developments, uses and activities should be located, designed and constructed and managed to avoid, and if not avoid, minimize disturbance of and impacts to the environment and its resources.
- 1.2.6 Ensure coordination of environmental protection, preservation, and enhancement programs and regulations.
- 1.2.7 Coordinate and cooperate with other governmental agencies, districts, and private and commercial interests throughout the Vancouver/Portland Metropolitan area in open space, park and recreation planning and development.
- 1.2.8 Restrict amendments to the urban growth boundary to encourage infill development.
- 1.2.9 Concentrate development in areas already served by public facilities and services. Use the provision or planned provision of public services and facilities as a means of directing development into desirable areas.
- 1.2.10 Water service should be extended throughout the Vancouver urban area in accordance with the timing and phasing established in the Vancouver six-year capital facilities plan. Extension of public water service should not be permitted outside the Vancouver urban area.
- 1.2.11 Encourage retrofitting areas with sewer and prohibit new development on septic tanks in the urban growth area.

### **Washougal Urban Growth Area**

- 1.2.12 Recognizing the authority of the National Scenic Area legislation, as a matter of policy Clark County favors the exclusion of the Washougal UGA from the National Scenic Area.

## **Yacolt Urban Growth Area**

- 1.2.13 The Yacolt Urban Growth Boundary will be reevaluated by Clark County at such time as the Town of Yacolt develops a plan assuring that public sewer will be available.

**GOAL:**        *Encourage more compact and efficiently served urban forms, and reduce the inappropriate conversion of land to sprawling, low-density development.*

### **1.3 Policies**

- 1.3.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit routes and other areas characterized by both existing higher density urban development and existing urban services. Development and redevelopment should be encouraged to occur with less intensity in areas where urban development is of lower density or has not yet occurred, or in areas where urban services do not yet exist.
- 1.3.2 Devise specific policies and standards to promote higher density urban, commercial and mixed-use development, and to support pedestrian and transit travel within high-density residential and commercial areas.
- 1.3.3 Encourage and provide incentives for infill development throughout urban areas.
- 1.3.4 Zoning ordinances and other implementing measures shall specify maximum and minimum residential densities with the residential zoning districts.
- 1.3.5 Zoning measures and other implementing measures shall require that development proposals throughout Clark County comply with applicable policies and standards of the Capital Facilities and Utilities Element, Chapter 6 and associated ordinances.
- 1.3.6 Property rights of landowners should be protected from arbitrary and discriminatory actions.

**GOAL:**        *Land use patterns and individual developments should be locationally and functionally integrated to reduce sprawl, promote pedestrian and transit use and limit the need for automobile trips and to foster neighborhood and community identity.*

### **1.4 Policies**

- 1.4.1 Interrelated uses should generally be encouraged to locate in close proximity of each other:
- Frequently used commercial activities and the residential areas they serve should be allowed and encouraged to locate near to one another.
  - Schools or other frequently used public facilities and the residential areas they serve should be allowed and encouraged to locate near to one another.

- Commercial, industrial or other employers and the residential areas they serve should be allowed and encouraged to locate near to one another, as long as negative impacts from non-residential uses on the residential areas are mitigated.
- 1.4.2 Encourage mixed-use developments, which provide opportunities to combine residential, commercial or other uses within individual structures, or within adjacent structures or developments.
  - 1.4.3 Promote the development of identifiable residential neighborhoods and shopping districts through the encouragement of more compact development patterns, and the use of shared design and landscaping characteristics and the development of landmarks.
  - 1.4.4 Compact nodal commercial development shall be encouraged. Strip-type commercial development shall be discouraged.
  - 1.4.5 Commercial developments should utilize shared facilities and infrastructure, including but not limited to common wall structures, shared parking lots, access points, sidewalks, signs or innovative design features.
  - 1.4.6 Commercial development should be designed and located as follows:
    - Features to both allow for and encourage pedestrian access to and between commercial developments and roadways shall be provided.
    - Storefront design with zero or minimal front setbacks should be used. Frontal parking should be minimized. Side or rear lot parking should be encouraged.
  - 1.4.7 Higher intensity uses should be located on or near streets served by transit.
  - 1.4.8 Streets, pedestrian paths and bike paths should contribute to a system of fully connected routes to all destinations.
  - 1.4.9 Access to the transit system should be provided.
    - Transit stations should be located at major activity centers and along transit streets and nodes.
    - Neighborhoods and commercial nodes should have access to the public transportation system.
    - Transit stops should be located within convenient walking distance of residential and employment populations.
    - Transit shelters should be provided where appropriate.
    - Bicycle parking should be included in commercial, industrial and public facility sites.

**GOAL:**      ***Designate Urban Reserve Areas (URAs) adjacent to urban growth areas in order to preserve the opportunity for orderly and efficient transition from rural to urban land uses if and when needed in the future.***

## **1.5 Policies**

- 1.5.1 Urban Reserve Areas (URA) are intended to provide guidance as to where the urban growth area may expand at some future date. Inclusion of land in an URA does not necessarily imply that all URAs will be included within an urban growth area.

- 1.5.2 URA's shall about the established urban growth areas.
- 1.5.3 Consideration shall be given to the following in the establishment and location of URAs:
- the efficiency with which the proposed reserve can be provided with urban services in the future;
  - the unique land needs of specific urban activities assessed from a regional perspective;
  - the provision of green spaces between communities;
  - the efficiencies with which the proposed reserve can be urbanized;
  - the proximity of jobs and housing to each other;
  - the balance of growth opportunities throughout the region so that costs and benefits can be shared;
  - the impact on the regional transportation system; and,
  - the protection of designated agricultural and forest resource lands from nearby urbanization.
- 1.5.4 All divisions of land in the URA shall be subject to the land division review process.
- 1.5.5 All new divisions of land shall create lots of 10 or more acres in size.
- 1.5.6 Devise standards to protect future land use designations (e.g., industrial and commercial uses requiring large parcels).
- 1.5.7 Devise standards in the URA to facilitate, if needed, future urbanization of the land through land divisions.
- 1.5.8 Schools serving predominantly urban populations should be preferably located in urban growth areas then in urban reserve areas or rural areas adjacent to the urban growth boundary, subject to Policy 1.5.9.
- 1.5.9 Public facilities or schools may be located in the URA and rural areas where necessary to serve population growth within the urban growth area, subject to the following:
- facility or school sites shall be located as close to the urban growth boundary as possible, preferably within 1/4 mile;
  - before siting a facility or school outside the urban growth area, the facility district shall demonstrate that the proposed site is more suitable than alternative sites within the existing urban growth area. Suitability includes factors such as size, topography, zoning, surrounding land uses, transportation, environmental concerns and location within the area to be served;
  - the facility or school district shall demonstrate that the transportation facilities serving the site are adequate to support site generated traffic, including buses; and,
  - upon locating any school in the URA or rural area, the school district shall agree to connect to public water and sewer when they become available within 300 feet or less of the site, provided such a connection does not necessitate special facilities (e.g., pump stations) or capital improvements (e.g., larger pipes) to increase the capacity of the system.

- 1.5.10 Prior to the future comprehensive evaluation of the urban growth area by Clark County, create implementation measures which will effect the following:
- cooperate with cities to prepare and adopt general transportation, sewer and drainage system plans for the URA which identify areas within the URA appropriate for siting of public facilities; and,
  - cooperate with cities, Special Districts and school districts to prepare and adopt plans for the siting of public facilities and schools.

**GOAL:** *Designate Industrial Reserve Areas overlays (IRAs) at certain specified locations adjacent to designated Urban Growth Areas. Premature land parcelization and development of uses which are potentially incompatible with or preclude later industrial development shall be limited in order to preserve opportunities for the future siting of larger industrial uses or concentrations of uses.*

## **1.6 Policies**

- 1.6.1 The IRA overlay is intended to be applied, and implemented through later development, only in those cases where ensuing development can provide a significant number of higher wage employment opportunities in an environmentally sensitive manner, in cases where current market conditions and/or infrastructure and service provisions do not warrant initial designation or development of such uses. The intended emphasis of the IRA overlay is for light industrial and related uses, although environmentally sensitive heavy industrial uses may be considered in select circumstances.
- 1.6.2 The Industrial Reserve Area overlay should be applied at certain freeway or arterial interchanges or other sites well served by existing or planned transportation systems, or adjacent to technological or research related uses associated with industrial uses. The IRA designation shall be applied in a limited number locations, in contiguous areas of 100 acres or more.
- 1.6.3 Prior to the development of lands within the IRA for industrial purposes and/or their inclusion within Urban Growth Areas or the annexation of such lands within city limits, the following policies shall apply:
- All divisions of land within the IRA overlay shall be subject to the land division review process.
  - Lands within designated IRA overlays may carry Rural or Resource designations. Such Resource lands shall be subject to minimum lot size requirements of that Resource designation. Such lands designated as Resource shall be subject to 40-acre minimum lot sizes.
- 1.6.4. Clark County shall assist local cities and ports, and the Columbia River Economic Development Council in marketing IRA overlay properties to prospective users.
- 1.6.5 Prior to being developed for industrial purposes IRA lands shall be included within designated Urban Growth Areas (UGA's). Expansions of UGA's to include IRA lands may be initiated by cities or Clark County. Such applications should have the support of the city impacted by the proposed UGA expansion. Clark County shall review such applications for UGA expansions as specified in the Procedures Element of the Comprehensive Plan.

- 1.6.6 Clark County in addition to the rural industrial land bank legislation shall support expansions of designated UGAs to include Industrial Reserve lands only if the following circumstances exist to ensure that industrial development as intended can and will occur:
- infrastructure including but not limited to urban roads, public water, and public sewer are available to serve the IRA proposed for inclusion in the UGA, or will be made available concurrent to development of the area;
  - infrastructure requirements and costs are such that the IRA proposed for inclusion in the UGA can be supported for industrial and related uses envisioned;
  - the IRA overlay is replaced with a more specific industrial zoning designation containing requirements and standards necessary to implement the development goals of the original IRA;
  - interlocal agreements have been adopted by Clark County and local cities involved. These agreements shall, at a minimum, provide guidance to the administration of the industrial zoning applied to the site by Clark County prior to annexation by the local city, and issues of the future annexation itself; and,
  - the master planning of these areas to protect and minimize the impacts to neighboring land uses.
- 1.6.7 It is the policy of Clark County, consistent with the Growth Management Act, that Development of designated Industrial Reserve Overlay Areas for light industrial, industrial, or related uses should occur under city jurisdiction, with local governments providing services to and collecting associated revenues from that development. The principal interest of Clark County is that IRA sites, which have regional access, are ultimately developed in a manner consistent with their potential for regional benefit, particularly employment.
- 1.6.8 The inclusion of land for industrial purposes within the urban growth area requires retention of industrial zoning for a period of not less than ten (10) years.
- 1.6.9 Lands with the Industrial Urban Reserve Overlay which also have designated Priority Habitat areas shall only convert to industrial after the wildlife issues have been resolved.
- 1.6.10 Expansion of the UGA shall be consistent with the applicable Urban Reserve and other Comprehensive Plan Policies.
- 1.6.11 For the area known as Fisher's Swale, utility service provision shall be coordinated between the Cities of Camas and Vancouver to ensure that service boundaries are consistent with the Comprehensive Plan.
- 1.6.12 After conversion to full urban status, industrial reserve would not be eligible for rezoning. Under no circumstances can industrial reserve be redesignated to commercial or residential land for a minimum of ten years (consistent with County Policy 1.6.8).
- Special consideration should be given to the provision of open space/greenbelt along Fisher Swale.

## STRATEGIES

- Review proposals for UGA expansions for consistency with the above policies and the requirements of RCW 36.70A.215.
- Adopt plan and zoning map designations with density provisions consistent with the land use objectives.
- Consider the above policies in the evaluation of zone change proposals.
- Encourage urban Planned Unit Developments which allow for better integration of related land uses, such as commercial and residential uses.
- Review zoning and site plan review standards to allow and encourage individual developments containing a mix of uses.
- Review zoning and site plan review standards to encourage the provision of more compact and pedestrian and transit friendly commercial development.
- Update the Habitat Conservation Ordinance and other ordinances to meet salmon recovery goals.

### Vancouver Urban Growth Area

- Coordinate a business revitalization plan for the Hazel Dell/Highway 99 commercial corridors reflecting incentives for (1) reconfiguration of commercial uses from strips to larger centers, (2) transit orientation of both commercial and residential developments, and (3) conversion of excess commercial sites to multifamily housing.
- Review, revise and implement the Shoreline Management Master Program and ordinances for wetland, wellhead and aquifer recharge protection.
- Develop parking standards that reflects the community's desire which should include redevelopment potential of under-utilized parking lot parcels, establishing maximum parking requirements and shared parking.
- Establish city- and county-sponsored neighborhood associations supported by staff liaisons throughout the Vancouver urban area.
- Develop standards for affordable housing which consider parking requirements, vehicle trip generation, levels of service, neighborhood character and overall livability.